

4.2 SPILLS, LEAKS, COMPLAINT INVESTIGATIONS, AND CLEANUPS

The Regional Board receives complaints of discharges through verbal or written notification from the public to staff at either of the Regional Board offices. The Regional Board responds to complaints of discharges (such as spills, leaks, intentional dumping, etc.) of substances which may impact water quality. It is the policy of the Regional Board to ensure that responses to all complaints involving threats to water quality be made in an expeditious manner. Proper response includes the following components:

- Thorough documentation of complaints.
- Appropriate follow-up, including: site inspections, referral to (or notification of) other regulatory agencies, corrective actions, enforcement actions, etc.
- Notification to complainant, as appropriate, of findings and subsequent actions.

Subsequent follow-up actions include determination of responsible party, enforcement, or issuance of waste discharge requirements.

The Regional Board notifies other responsible agencies (e.g., local public health, law enforcement, and fire officials, and/or the State Departments of Toxic Substances Control, Fish and Game, Pesticide Regulation, Integrated Waste Management Board, etc.) whenever the content of a complaint falls within another agency's jurisdiction.

Except for a discharge in compliance with waste discharge requirements, any person who causes or permits any reportable quantity of hazardous substance or sewage to be discharged in or on any waters of the State, or discharged or deposited where it is or probably will be discharged in or on any waters of the State, shall, as soon as possible, notify the Office of Emergency Services of the discharge in accordance with the spill reporting provision of the State toxic disaster contingency plan. The person shall also immediately notify the State Board or the

appropriate Regional Board of the discharge (CA Water Code § 13271).

Similarly, any person who discharges any oil or petroleum product under the above stated conditions shall, as soon as possible, notify the Office of Emergency Services of the discharge in accordance with the spill reporting provision of the State oil spill contingency plan. Immediate notification of an appropriate agency of the federal government, or of the appropriate Regional Board (in accordance with the reporting requirements set under CA Water Code § 13267 or 13383) shall satisfy the oil spill notification requirements of this paragraph (CA Water Code § 13272).

Major Hazardous Spills

The Regional Board staff will respond to assist local agencies and work cooperatively at large-scale hazardous material releases resulting from surface transportation accidents. The Regional Board staff's role is primarily to provide immediate, onsite technical assistance concerning water quality in order to minimize the potential damage to the public health and safety, and the environment. Regional Board staff will interact with local authorities in an organized and predictable manner in accordance with the California Office of Emergency Services Railroad Accident Prevention and Immediate Deployment Plan, or RAPID (Public Utilities Code Section 7718). Regional Board staff activities include: (1) providing information on existing downstream beneficial uses and potential impacts from the substance being released, (2) providing toxicity information about the substance, (3) setting up a water and sediment monitoring program, (4) collecting samples or requesting that a local agency equipped to enter a hazardous area take samples for the Regional Board, and (5) coordinating available resources (lab support, vehicles, sampling equipment).

Reportable Quantities Of Hazardous Waste And Sewage Discharges

Water Code Section 13271 requires that the State Board and the Department of Toxic Substances Control adopt regulations establishing reportable quantities for substances listed as hazardous wastes or hazardous materials pursuant to Section 25140 of the Health and Safety Code. Reportable quantities are those which should be reported because they may pose a risk to public health or the environment if discharged to ground or surface water.

Ch. 4, IMPLEMENTATION

Similarly, the State Board was required to adopt regulations establishing reportable quantities for sewage. These requirements for reporting the discharge of sewage and hazardous materials do not supersede waste discharge requirements or water quality objectives.

The regulations for reporting spills of hazardous materials are given in Sections 2701, 2703, and 2705 of Chapter 2, Subchapter 3, of Title 19 of the California Code of Regulations and are incorporated by reference into this plan. This incorporation-by-reference is prospective including future changes to the incorporated provisions as the changes take effect.

Proposition 65 Program

The Safe Drinking Water and Toxic Enforcement Act of 1986 (Proposition 65), became effective January 1, 1987. Proposition 65 (CA Health and Safety Code § 25249.5, et seq.) prohibits discharges of any chemical “known to the State to cause cancer or reproductive toxicity” to a potential source of drinking water, with certain exceptions. It also requires “clear and reasonable warnings,” with certain exceptions, to be provided prior to an exposure to any of the listed chemicals (list is described below). Implementation of the Proposition specifies certain actions for designated governmental employees and for private parties.

Designated Governmental Employees

Health and Safety Code Section 25180.7 requires designated governmental employees to disclose specific information to a local Board of Supervisors and a local health officer in the event of a hazardous discharge or threatened hazardous discharge (as defined below). A designated employee is an employee so identified by his or her (state or local) government agency who is required to sign a conflict of interest statement. A list of designated employee positions for the State and Regional Boards is available from the State Board's Office of the Chief Counsel.

Any designated employee who knowingly and intentionally fails to report information, as required by Proposition 65, shall be subject to imprisonment (not more than 3 years), fines (\$5,000 to \$25,000), and upon felony conviction, forfeit state employment. There is no liability for designated employees who, in

good faith, report hazardous waste discharges to the counties that are later determined not to be a substantial threat to the public health and safety.

Section 25180.7 of the Health and Safety Code states: “Any designated government employee who obtains information in the course of his official duties revealing the illegal discharge or threatened illegal discharge of a hazardous waste within the geographical area of his jurisdiction and who knows that such discharge or threatened discharge is likely to cause substantial injury to the public health or safety must, within seventy-two hours, disclose such information to the local Board of Supervisors and to the local health officer.” The information is disclosed via a Proposition 65 Notification Report, which includes the following information:

- discharge type
- how the discharge was discovered
- location of discharge
- probable discharger
- possible contacts
- concentration of contaminant in soil and/or water

Private Party Responsibilities

Private parties must examine workplace chemicals, facilities emissions and products to determine if chemicals subject to the Proposition are present. If the chemicals are determined to be present at levels which cause significant risks, the private parties must provide precautionary warnings as specified by the Proposition. The attorney general, or any district attorney or city attorney may initiate enforcement actions against a violator. Also, any person or organization may bring an action in the public interest if the above officials are notified and fail to diligently prosecute the violation within 60 days. Exceptions to these warning requirements and discharge prohibitions are included in the Proposition.

Proposition 65 List

The Proposition requires the State Governor to publish a list of chemicals known to cause cancer or reproductive toxicity, and revise and republish the list with any new information at least once per year. The

4.2, Spills, Leaks, Complaint Investigations, and Cleanups

first list was published in February 1989. More than 300 chemicals and substances have been listed as of 1992. The list is included in the California Code of Regulations (22 Cal. Code of Regs. § 12000[b-c]). Subsection (b) lists the chemicals known to cause cancer; Subsection (c) lists the chemicals known to cause reproductive toxicity.

Requirements for Site Investigation and Remediation

The State Board adopted State Board Resolution No. 92-49 "Policies and Procedures for Investigation and Cleanup and Abatement of Discharges Under Water Code Section 13304" in June of 1992. The Resolution contains the policies and procedures which all Regional Boards shall follow for the oversight and regulation of investigations and cleanup and abatement activities for all types of discharge or threat of discharge subject to Section 13304 of the Water Code. (CA Water Code § 13304 requires that any person who has discharged or discharges waste into waters of the State in violation of any waste discharge requirement or other order or prohibition issued by a Regional Board or the State Board, or who has caused or permitted, causes or permits, or threatens to cause or permit any waste to be discharged or deposited where it is, or probably will be, discharged into waters of the State and creates, or threatens to create, a condition of pollution or nuisance may be required to clean up the discharge and abate the effects thereof. This Section authorizes the Regional Board to require complete cleanup of all waste discharged and restoration of affected water to background conditions, i.e., to the water quality that existed before the discharge.)

Thus, the Regional Board will follow State Board Resolution No. 92-49 for determining:

- when an investigation is required;
- scope of phased investigations necessary to define the nature and extent of contamination or pollution;
- cost-effective procedures to detect, clean up or abate contamination;
- reasonable schedules for investigation cleanup, abatement, or any other remedial action at a site.

State Board Resolution No. 92-49 outlines the five basic elements of a site investigation. Any or all elements of an investigation may proceed concurrently, rather than sequentially, in order to expedite cleanup and abatement of a discharge, provided that the overall cleanup goals and abatement are not compromised. State Board Resolution No. 92-49 investigation and cleanup and abatement activity components are as follows:

- **Preliminary site assessment:** To confirm the discharge and identity of dischargers; to identify affected or threatened waters of the State and their beneficial uses; and to develop preliminary information of the nature, and horizontal and vertical extent of the discharge;
- **Soil and water investigation:** To determine the source, nature and extent of the discharge with sufficient detail to provide the basis for decisions regarding subsequent cleanup and abatement actions, if any are determined by the Regional Board to be necessary;
- **Proposal and selection of cleanup action:** To evaluate feasible and effective cleanup and abatement actions, and to develop preferred cleanup and abatement alternatives;
- **Implementation of cleanup action:** To implement the selected alternative and verify progress via monitoring; and
- **Monitoring:** To confirm short- and long-term effectiveness of cleanup and abatement.

State Board Resolution No. 92-49 directs the Regional Board to ensure that the discharger is aware of and considers techniques which provide a cost-effective basis for initial assessment of a discharge such as use of current and historical photographs and site records, soil gas surveys, shallow geophysical surveys, and remote sensing techniques, as well as standard site assessment techniques (e.g., sampling and analyses of surface water, sediment, aquatic biota, ground water, and/or soil).

As directed by State Board Resolution No. 92-49, the

Ch. 4, IMPLEMENTATION

Regional Board will also ensure that the discharger is aware of and considers the following cleanup and abatement methods or combinations thereof, to the extent that they may be applicable to the discharge or threat thereof:

- Source removal and/or isolation
- In-place treatment of soil or water (bioremediation, aeration, fixation)
- Excavation or extraction of soil, water, or gas for on-site or off-site treatment (techniques include bioremediation, thermal destruction, aeration, sorption, precipitation, flocculation, sedimentation, filtration, fixation, evaporation)
- Excavation or extraction of soil, water, or gas for appropriate recycling, re-use, or disposal.

In every case, effluent discharged to waters of the Region shall contain essentially none of the following substances:

Chlorinated hydrocarbons
Toxic substances
Harmful substances that may bioconcentrate or bioaccumulate
Excessive heat
Radioactive substances
Grease, oil, and phenolic compounds
Excessively acidic and basic substances
Heavy metals such as lead, copper, zinc, mercury, etc.
Other deleterious substances

In addition, the following general discharge requirements are also applicable to discharges to waters of the Region:

- a. Neither the treatment nor the discharge shall cause a nuisance.
- b. The discharge of wastewater except to the designated disposal site is prohibited.
- c. All facilities used for collection, transport, treatment, or disposal of waste shall be adequately protected against overflow, washout, and flooding from a 100-year flood.

- d. A monitoring program shall be required. The monitoring program and reports shall include items and a time schedule to be determined by the Regional Board considering the needs and benefits to be obtained (CA Water Code § 13267).

Cleanup Levels

State Board Resolution No. 92-49 also requires conformance with State Board Resolution No. 68-16 and applicable provisions of the California Code of Regulations, Title 23, Chapter 15, to the extent feasible. State Board Resolution No. 92-49 directs the Regional Board to ensure that dischargers are required to clean up and to abate the effect of discharges. This cleanup and abatement shall be done in a manner that promotes attainment of background water quality, or the highest water quality which is reasonable if background levels of water quality cannot be restored. The determination of what is reasonable shall consider all demands being made and to be made on those waters and the total values involved, beneficial and detrimental, economic and social, tangible, and intangible. Any cleanup less stringent than background shall be consistent with maximum benefit to the people of the State and shall not unreasonably affect present and anticipated beneficial uses of such water.

Where cleanup to background is infeasible, cleanup standards will be set:

- at the lowest concentrations for the individual pollutants which are technically and economically achievable;
- so as not to exceed the maximum concentrations allowable under applicable statutes and regulations for individual pollutants (including water quality standards in State and Regional Board water quality control plans and policies);
- so as not to pose a hazard to health or to the environment; and,
- so that theoretical risks from chemicals associated with the release are considered additive across all media of exposure and are considered additive for those pollutants which cause similar toxicologic effects and for those

which are carcinogens.

Ground Water Cleanup Levels

The overall cleanup level established for a waterbody is based upon its most sensitive beneficial use. In all cases, the Regional Board first considers high quality or naturally occurring "background" concentration objectives as the cleanup levels for polluted ground water and the factors listed above in "Cleanup Levels." Generally, compliance with approved cleanup levels must occur at all points within the plume of pollutants.

Ground water cleanup levels are approved on a case-by-case basis by the Regional Board, following the guidance and criteria found in the State Board's Resolution 92-49. Approved cleanup levels will consider the mobility, toxicity, and volume of pollutants. Further guidance for cleanup feasibility may be found in Subpart E of the National Oil and Hazardous Substances Pollution Contingency Plan (40 CFR Part 300); Section 25356.1(c) of the California Health and Safety Code; and USEPA's guidance documents on the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA).

Soil Cleanup Levels

The Regional Board will determine soil cleanup levels for the unsaturated zone based upon threat to water quality. In its determination, the Regional Board will use guidance from the USEPA, and Cal/EPA's Office of Health Hazard Assessment, and Department of Toxic Substances Control.

If it is unreasonable to clean up soils to background concentration levels, the Regional Board may consider site-specific recommendations for soil cleanup levels above background provided that applicable ground water quality objectives are met and health risks from surface or subsurface exposure meet current guidelines. The Regional Board may require follow-up ground water monitoring to verify that ground water is not polluted by chemicals remaining in the soil. The Regional Board may require that soils with remaining pollutants are covered and managed to minimize pollution of surface waters and/or exposure to the public. If significant amounts of waste remain onsite, the Regional Board may implement provisions contained in the California Code of Regulations, Title 23,

Chapter 15 to the extent applicable.

Spills, Leaks, Investigations, and Cleanups (SLIC Program)

The SLIC Program was established by the State Board so that Regional Boards could oversee cleanup of illegal discharges, contaminated properties, and other unregulated releases adversely impacting the State's waters but not covered by another program.

Sites managed within the SLIC Program include sites with pollution from recent or historic spills, subsurface releases (e.g., pipelines, sumps), complaint investigations, and all other unauthorized discharges that pollute or threaten to pollute surface and/or ground waters. Investigation, remediation, and cleanup at SLIC sites proceed as directed in State Board Resolution No. 92-49 as described above.

Use of the Cleanup and Abatement Account to Fund Cleanups

The State Water Resources Control Board manages the Cleanup and Abatement Account (CAA) Fund. The CAA receives funds statewide as a result of court judgments from civil and criminal actions and from administrative civil liabilities.

The California Water Code provides for the disbursement of funds from the CAA to:

- Public agencies with the authority to clean up waste or abate its effects; and
- Regional Boards attempting to remedy an actual or potential water pollution problem for which adequate resources have not been budgeted.

The State Board has the authority to approve funding. Applicants do not have a right to these funds.

The Regional Board's Executive Officer, his/her designee, or a public agency may request emergency funds orally for amounts up to \$50,000. These requests are to be directed to the Chief Counsel. In the absence of that individual, other designated staff should be called in the order listed: the Executive Director, the Chief Deputy Director, or the Administrative Services Division Chief. Any of

Ch. 4, IMPLEMENTATION

these four individuals may review and approve the request. Within one week following the oral request, the requesting agency shall submit the terms in writing. Non-emergency requests must be written to be considered by the State Board, and must include a specific Regional Board Resolution.

The agency or Regional Board receiving the funds shall notify the Office of Chief Counsel (OCC) upon project completion and submit a follow-up report. This report must describe the work accomplished and fund recoupment. OCC will review the report to verify that the agency performed the work.

OCC shall pursue the recovery of CAA funds expended for cleanup and abatement when a discharger refuses to perform or pay for the work.

Any funds not committed or expended within 12 months of encumbrance or approved project end date (whichever is later) shall be disencumbered. The agency has 90 days to submit a bill. The Executive Director may grant a time extension if no additional funding is required. Disencumbered funds become available for other projects.

If additional funding is required, approval must be given by the State Board or the designated approval authority (for emergency requests).

Federal Superfund Program

The federal "Superfund" program was established in 1980 with the passage of the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA). The CERCLA provided funding and guidelines for the cleanup of the most threatening hazardous waste sites in the nation. High priority sites scheduled for cleanup under this program are placed on the National Priority List (see Section 4.12, "Military Installations").

Risk Assessment

In site-specific risk assessments, cleanup levels must be set to maintain the excess upperbound lifetime cancer risk to an individual less than 1 in 10,000 (10^{-4}) or a cumulative toxicological effect as measured by the Hazard Index of less than one. For all sites performing risk assessments, an alternative with an excess cancer risk 1 in 1,000,000 (10^{-6}) or less must also be considered. Risk assessment procedures are found in the USEPA's "Risk Assessment Guidance

for Superfund" (Volume I, Parts A, B, C, and Supplemental Guidance, 1989). Additional information may be found in Cal/EPA's Office of Environmental Health Hazard Assessment guidelines.